

SIX MONTH REPORT

July 1, 1954 to December 31, 1954

CLASSIFICATION AND WAGE DIVISION

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Activities Report of the Classification
and Wage Division from July 1, 1954 to
December 31, 1954.

I. Introduction:

As outlined in previous progress and program reports, the primary objective of the Classification and Wage Administration Program is to achieve and maintain a sound occupational and salary structure for Agency positions, which provides for equitable salary alignment with compensation levels within and outside the Federal Government and is responsive to the unusual job characteristics and employment situations encountered in CIA.

With this objective in mind, our efforts during the past six months have included the final review and readying for coordination of the Occupational Handbook of Classification Titles and Codes, which sets forth and defines all types of positions found in CIA; the review and approval with appropriate classification changes of Tables of Organization for many components; the conduct of classification surveys; the development, coordination and publication of Position Standards; the processing of individual position and personnel actions involving desk audit and analysis of existing and proposed positions; and the preparation of a number of staff studies in the field of salary and wage administration. These major program activities are described in detail in the following pages.

During the period completed, a number of organizations have proposed new Tables of Organization to reduce their authorized positions to their ceiling figure. This type of activity has required careful classification review to assure that the revised Table of Organization would be valid from the Classification standpoint. The problem encountered in this regard is highlighted by one proposed change of a three hundred position Table of Organization in which the operating office requested that sixty-nine low grade positions be abolished and that ten percent of the remaining positions be changed to higher grades. To facilitate the processing of this type of request, published Agency position standards have been helpful in providing a mutually acceptable basis for resolving differences; but sufficient standards to cover the majority of positions are not yet available. Naturally, we have been faced with a greater effort and one of time-consuming character in obtaining agreement from operating offices on proposals in which the requested grade structure cannot be approved. In other words, it takes but minutes to say "yes", but "hours" to say "no, and make it stick".

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Although a measure of assistance has been obtained by the publication of Agency Regulation [REDACTED] Tables of Organization, which specifies job information will accompany requests for T/O Changes, the major organizational changes are generally of such stated priority and immediacy that frequently they must be approved subject to receipt of job information at a later date. This operating procedure, of course, requires considerable follow-up on the part of the Division and dictates the character of a substantial portion of our future workload.

During the period the trend of the average grade of each component Table of Organization was closely observed and comparisons made over a five-year period. The ever-increasing grade level and its budgetary significance were pointed out to operating offices particularly in connection with Table of Organization changes. Within the DD/I Area, operating offices adopted the approach of maintaining existing average grades to the greatest extent possible during the development of new T/O's.

In light of operating requirements set forth, our future plans call for the completion of additional Position Standards for positions most common to the Agency, the conduct of Classification Surveys to establish firm and valid classification structures for existing organizations, and the increased familiarization of operating officials with the value of classification to them in achieving a sound personnel management program in their activity.

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Progress has been made in providing flexibility to meet emergency and operational staffing and assignment situations through the development and initiation of procedures for controlled temporary assignments of personnel to lower graded positions than the grade held. [REDACTED]. Additional procedural and instructional guides will be published in the near future, of which an important publication currently being coordinated is the CIA Occupational Handbook of Classification Titles and Codes. This will provide in ready reference form the Agency occupational structure, in which similar types of positions are assigned to appropriate occupational groups, and a standard title, definition, and occupational code is set forth for each category of position.

Recent developments in the Agency Career Service Program as well as policy decisions received from the Office of the Director and requests for classification services from the Deputy Director for Administration and other Officials emphasize the increasing need for the application of classification and wage administration techniques to all Agency positions and Components. Accordingly, an acceleration in the pace of our activities must be planned for and accomplished during the coming year.

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II. Following is a distribution of the percentage of total staff time spent on the various activities during the reporting period:

<u>Category</u>	<u>Characteristics</u>	<u>Time Percentage</u>
1. Classification Surveys.	Collection, recording, and analysis of duties and qualification requirements information about all positions in particular organizational components or occupational categories. Presentation of classifications determined upon for the positions and coordination of results with Office concerned. Preparation of survey reports.	20%
2. Position Standards.	Intensive analysis of positions in particular occupational categories. Preparation therefrom of summary statements of the essential characteristics of the categories and of the levels of work therein, qualifications required therefor, and the lines of progression. Coordination of these products.	8%
3. Individual Classification Actions.	Review of selected individual personnel actions in terms of the classification propriety. Such actions are those in which there are unresolved questions concerning the classification of the positions, and their resolution frequently requires desk audits and the preparation of descriptions. Category includes supergrade position review and recommendations.	23%
4. Table of Organization Review and Distribution.	Classification review of T/O proposals and preparation of OP recommendations to DD/A. Distribution of approved T/O's and control of all T/O records.	12%
5. Special Studies and Staff Services.	Preparation and coordination of regulations, handbooks, and other guides on classification and wage administration matters. Staff support to AD/P on the CIA Supergrade Structure and related matters. Preparation of comments on applicability to CWD program of legislative and other proposals. Analytical studies on current problems of concern to CWD activities. Extension of machine tabulation methods in the presentation of information about occupational structure of Agency Components. Staff assistance to operating offices on classification problems.	18%

(The remaining staff time was divided between formal training within the Agency, leave, and details to other OP Divisions.)

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III. Position Analysis Surveys - 20% Workload Factor

Surveys conducted during the period, as listed in detail in Annex 1, covered a wide variety of agency activities. In general, small organizations were selected for survey rather than concentrating on efforts for a complete survey of any Major Component. This procedure was occasioned partly due to the fact that a large portion of our staff was committed during the early part of the reporting period to completing the comprehensive survey of the entire Logistics Office, [REDACTED] positions. Accordingly, later survey assignments were based on specific requests from operating offices and upon the necessity to cover a wide variety of occupations to provide material for the development of Position Standards.

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Surveys in the DD/P Area and in the Office of Communications during this period were not feasible due to the necessity to devote our efforts to classification services in connection with the large number of re-organizations and the cut-back of component T/O's to the ceiling authorization. Accordingly, in these areas individual position analyses in connection with proposed T/O or personnel actions were used as a substitute for organizational surveys. However, currently a member of the Division is conducting a survey of selected positions in a number of overseas activities of Office of Communications; and plans have been developed to survey a substantial number of DD/P positions on an occupational basis. The latter technique will probably prove to be more efficient in this area due to basic similarities in many positions existing across organizational lines.

IV. Position Standards - 8% Workload Factor

Standards completed during the period or nearing completion (Annex 2), will provide a practical basis for making classification and qualifications determinations for a substantial portion of the Agency's positions in a number of occupational groups. As these standards are concerned principally with DD/A, DD/I, Commo and Personnel positions, our efforts are being shifted to development of standards appropriate to DD/P-type positions. Of these, the Reports Officer standard is nearing completion, and the Area Operations Officer standard is underway.

In order to provide a basis for qualifications review for the large number of personnel actions being processed by Placement and Utilization Division, this Division continued the program of developing "Interim Qualification Standards" to fill this immediate requirement.

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These standards will be subsequently replaced by complete Position Standards for each occupational category as the latter provide a better basis for qualifications as well as classification determinations.

Due to survey commitments, the pressure for processing of Tables of Organization, and the conduct of special staff studies, a smaller percentage of staff effort was devoted to the standards program during the period than is considered desirable. To strengthen our hand in regard to standards coverage, currently efforts are being directed to a streamlining of our standards format and the development of standard position descriptions as an acceptable substitute. A preferable solution, however, would be an increase in the Division staff to provide additional standards personnel.

V. Individual Classification Actions - 23% Workload Factor

1. The percentage of time devoted to this category was approximately the same as that for the preceding six months; however, this percentage continues to be significantly smaller than for previous years wherein it represented approximately 50% of total activity. The Division continued to examine personnel actions effecting the incumbency of particular positions that have been "flagged" due to problems concerning their classification. In addition, it examined personnel actions affecting positions about which the originating office specifically requested a classification review as in the case of career service and promotion actions. The large percentage of time devoted to the activity reflects the number of both flagged positions and specific requests for review.

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2. During the period [REDACTED] individual personnel actions were processed, a substantial portion of which involved the making of individual desk audits and the preparation and allocation of position descriptions. Statistics indicate that a significant proportion of the total number of position descriptions produced result from this category of activity. Consequently, despite the emphasis upon surveys, it continued to be a fruitful means of securing the documentation of Agency positions, [REDACTED] descriptions being produced in this manner.

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3. Although not a direct classification responsibility, the service designation determination for positions, particularly in the DD/P Area, became a matter for our action in connection with individual personnel actions, inasmuch as determination of the nature of the duties of each position was significant in establishing its service designation.

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4. During the period, an increasing percentage of "turn-downs" on individual requests was noted, indicative of our current policy of reviewing all actions against positions which have not been fully documented during the processing of the Table of Organization.

VI. Tables of Organization Review and Approval - 12% Workload Factor:

1. Annex 3 hereto reveals that major T/O revisions including in excess of [redacted] positions were processed during the 6 month period. In addition, approximately 500 requests involving from one to fifteen positions each were reviewed, processed, and disseminated. Some of the major problems encountered in this function were mentioned in the Introduction to this report.
2. The significant trend in respect to processing major T/O's is the provision this Division is making for a well-timed follow-up of the approved or tentative T/O through the conduct of classification surveys or the review and evaluation of position descriptions prepared by the Component concerned. Currently, approximately 500 descriptions are in process of preparation by operating components as an aftermath to tentative T/O approval; and in connection with the major T/O revision for Office of Training, arrangements have been made for a complete classification survey early in 1955. In addition, staff members are now participating to a substantial degree in the initial planning of T/O revisions through the rendering of classification advice to operating officials faced with reorganizations. In one case, Foreign Documents Division, OO, a classification survey was completed preliminary to formal submission by the AD/OO of the T/O revision proposal.
3. As in the case of individual personnel action requests, steps were taken to assure that sufficient facts were available to justify the classification structure for each new Table of Organization. A large number of proposed positions were approved at grades lower than requested by the operating office, but many of these were resolved subject to later classification review, thus providing a substantial future workload for the staff.
4. Review of Project Tables of Organization continues, and efforts to obtain better documentation, though frequently verbal, are quite fruitful.

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VII. Special Studies and Staff Services - 18% workload factor:

1. Representative Special Studies accomplished by the Division are listed in Annex 4. As will be noted therein, the Division has been called upon to resolve certain problems in the field of Personnel Management that are much broader than the normal Classification and Wage Administration function.
2. A wide variety of staff services were provided to operating components of the Agency, to Career Service Boards, and to other components of the Office of Personnel. Continuing consultations were held with representatives of offices serviced to answer questions and give information concerning the classification and wage program and to resolve individual classification problems. Job information and recommendations based on desk audits were provided various Career Service Boards upon their request. Recommendations were given to Placement and Utilization Division concerning items such as proper salary and wage rates applicable to personnel actions, normal promotion progression for various types of positions and informal qualification requirements for positions not yet covered by official issuances. During the period a large number of personnel from outside the Division were given orientation and briefing with respect to our program. These staff services do not lend themselves to glamorous report, but they occupied significant amounts of staff time and must be considered an integral part of our program.

VIII. Program Objectives - 1 January 1955 to 1 July 1955:

- a. General
1. An evaluation of the current status of the Classification and Wage Program of CIA reveals that the foremost objective for the coming period will continue to be that of achieving a sound occupational structure for the Agency, a structure which will be mutually acceptable by the operating offices, and Office of Personnel and which can be defended, if the necessity arises, before the Bureau of the Budget or any Congressional committee, on the basis of the functions and responsibilities of Agency positions.
2. To accomplish the objective, our plans call for the continuance of the Classification Survey and Standards Development Programs and a strengthening of our position in making appropriate classification determinations by the publication of Agency Regulations clearly outlining the policy of the Director with respect to the responsibility and authority of the Office of Personnel in this regard.

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3. To give additional assistance to operating components in the development of changes in their organizational and staffing structures, efforts will be devoted to assuring early publication of the CIA Occupational Handbook of Classification Titles and Codes as well as to extending the coverage of our Position Standards and Interim Qualification Standards. Also, we shall continue to make available to operating components the services of staff members in connection with T/O development as well as day-to-day classification problems.

4. In connection with the Personnel Institute, it is contemplated that the Division's five lectures on Classification and Wage Administration will better familiarize other members of the PE Career Service with our functions.

b. Classification Survey Objectives:

1. As of the current date, extensive surveys are being initiated in the "Overt" Area to cover substantially all positions in the Office of Current Intelligence and the Office of Training. Surveys now in progress and to be completed include the [REDACTED] OGD [REDACTED] and the Basic Intelligence Division, ORR [REDACTED]. Plans have been completed for survey of the Security Office [REDACTED] and the Economic Area of Office of Research and Reports [REDACTED].

2. Within the "Covert" Area principal survey objectives include a field trip to resurvey [REDACTED] positions following a pending re-organization of that organization, and the conduct of occupational surveys of categories of positions which are common to more than one DD/P component. Case Officer and Reports Officer positions lend themselves to this approach. Currently, a member of the Division is surveying a sampling of Office of Communications field positions during his field trip to the European Area.

3. In response to a request from the DD/A, a major survey will be undertaken of all Administrative Officer positions in the DD/A and DD/P Areas as well as a survey of specialized Administrative positions, i.e. Security Officers, Logistics Officers, Finance Officers, etc. in DD/P, Departmental and Field. This survey will be a joint project of the Overt and Covert Branches and the Surveys and Standards Staff.

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c. Position Standards Objectives:

1. Completion of the 23 position standards projects now underway.
2. Development of standard position descriptions for positions which exist in a number of Agency organizations and in large numbers, e.g. Intelligence Assistant, Clerk-Typist.
3. Development of standards or standard position descriptions for Administrative categories of positions covered by the proposed Administrative Officer and Specialized Administrative position survey.
4. Completion of coordination and publication of 37 Interim Qualification Standards listed in the appendix.
5. Final coordination and publication of CIA Handbook of Classification Titles and Codes.
6. Participation in Staff Studies in the field of Salary and Wage Administration.

d. Individual Classification Actions:

Staff members will be made available to handle the day-to-day flow of individual actions and individual problems which require prompt action. Extension of the survey program will be aimed at keeping both the individual actions and the individual problems to a minimum.

e. Table of Organization Review and Distribution:

1. This major work category will continue to occupy a substantial portion of staff time and must be given a high priority. We are faced currently with major T/O revisions for Office of Training; Office of Current Intelligence; Cover Division, DD/P; and anticipate other important reorganizations to spring forth soon in the DD/P area. Under the present system of practically unrestricted license by operating components to request T/O changes, the Division generally has from 50-60 T/O requests in the process of review and approval at any one time.
2. A long-existing problem is caused by operating components' "pre-selecting" an individual to fill a "to be" proposed position, detailing him to the position, frequently making preparatory arrangements for his overseas assignment, and then submitting a request to establish or reclassify a position to the individual's (or frequently a higher) grade. Under this condition it is most difficult to conduct an objective review of the position. If the grade requested is not

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warranted on the basis of available job information, a going operation may be adversely affected if the individual cannot be utilized. Although the provisions of R [REDACTED] can sometimes be used to provide for the individual's assignment to a position of lower grade than he holds, a more satisfactory solution would be for the operating office to obtain classification approval of the position before placing an individual in it. We have attempted to make the offices concerned aware of this problem, but nevertheless, this type of case still occurs at fairly frequent intervals.

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3. Although progress has been made in adjusting office T/O's so that the Ceiling and Number of Positions coincide, a recent trend within the ID/P Area of requests for increases in T/O without a concomitant increase in ceiling is noted. If this practice continues, classification difficulties will recur inasmuch as it is generally not possible to determine which T/O positions are to be filled and which positions will remain vacant due to ceiling requirements, thus resulting in an artificial shifting of duties of the vacant positions among the filled positions.

f. Special Studies and Staff Services:

1. Studies and recommendations on the CIA Supergrade Structure can be assumed to be requested of the Division in the future. In addition, existing supergrade allocations which have been in effect for varying lengths of time will be reviewed and documentation for each position prepared.
2. Existing machine records reports concerning Component grade distributions, average Office grades, and our analysis concerning the significance of trends noted in the reports will be provided to Agency Officials.
3. Studies with respect to extending the Service Designation to becoming an integral part of position titles are anticipated.
4. In the field of regulatory issuances, active participation in the development and coordination of R [REDACTED] Classification and Wage Program; R [REDACTED] Pay Determination, and other Personnel Regulations is contemplated.
5. Some progress has been made in identifying military positions on Tables of Organization, but considerable more policy and procedural work remains before this item is fully clarified and T/O's are more definitive as to type of position.
6. Steps will be taken to revise existing procedures so as to expedite the reassignment of personnel to new Tables of Organization and thus to provide more accurate and current Position Control Registers to be provided to the operating components and the Personnel Office.

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ANNEX 4

LISTING OF REPRESENTATIVE

STAFF STUDIES AND REPORTS

1. Tables of Work Experience Requirements and Allowable Substitutions:

Tables were developed for the following categories of positions:

Specialized Administrative and General Professional Positions
Legal and Medical Positions
Professional Engineering and Scientific Positions
Clerical, Stenographic and Secretarial Positions
Technician and Professional-Aid Positions

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These tables constitute revisions and additions to Tables previously developed for Administrative Officer and Social Science position categories; Clerical, Stenographic, and Secretarial position categories; and Professional Engineering and Scientific position categories. The purpose of these tables is to implement the responsibility imposed upon the Division by Agency Regulation [REDACTED] 31 March 1954, for the development of minimum qualification requirements. They provide, for each grade within the cited categories, (a) general requirements as to the length and type of experience required and (b) alternate requirements as to the length and type of Agency experience at the next lower grades, and, for the respective categories as a whole, patterns of the amounts of required experience for which various kinds and amounts of education and training and various kinds of tests may be substituted. The earlier tables have been used in the formulation of minimum qualification requirements in position descriptions, interim qualification standards, and position standards. They have also been used by other components of OP in the review and evaluation of the qualifications of candidates for positions not currently covered by any of the other qualification statements. The new tables incorporate numerous changes in policy and practice, including changes which would be required by the proposed amendment to Regulation [REDACTED] Promotion, dated 15 October 1954. As soon as a decision is made with respect to this proposed amendment to Regulation [REDACTED] these tables can be issued. Since they apply to a greater variety of positions they will no doubt provide additional assistance in determining appropriate qualifications for positions throughout the Agency.

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2. Study of Promotion Progression Patterns:

In connection with discharging the responsibility of the Assistant Director for Personnel in the administration of the Agency promotion program, the necessity was apparent for amplifying Regulation [REDACTED] Promotion with respect to designating lines of work in which one grade promotions were proper and lines of work in which the normal advancement should be established at two-grade intervals within the GS-5 to GS-11 inclusive range. Accordingly, the Division studied past promotion practices in the

Agency as well as promotion progression patterns elsewhere in the Federal Service and proposed for Agency positions. To accompany the proposed changes to the Regulation, A Staff Study was prepared in which the reasons for differentiating between one-grade and two-grade promotions for the various lines of work were set forth.

3. Study of Agency Supergrade Structure:

A staff study was prepared for the DDCI setting forth the recommendations of the Office of Personnel as to the proper supergrade structure for CIA in terms of: (1) Total number of authorized positions, (2) grade distribution of supergrade positions, and (3) distribution of supergrade positions among major components. One aspect of the study (subsequently abandoned) related to a proposal to provide a supplementary "Executive Pay" plan for individuals occupying positions determined to be of supergrade level but limited to the GS-15 level because of supergrade ceiling restrictions. This study required a detailed review of supergrade positions and patterns in other agencies including the Office of Defense Mobilization, Business and Defense Services Administration, Federal Civil Defense Administration, Atomic Energy Commission, the Department of State, Foreign Operations Administration, U. S. Information Agency. It also entailed a study of the organization of these agencies, and a review of general organizational structure throughout the Government Service. As a result of this study we expect that a sound and equitable system for the establishment and control of supergrade positions can be put into effect.

4. Personnel Management Study of the Distribution of Personnel Functions between Logistics Office and Office of Personnel. Development of Related Personnel Procedures.

The study of functional relationships between the Office of Personnel and the Logistics Office was completed during the reporting period. This study, which was conducted by a three-man task force, of which the CMD member served as leader, required the preparation of functional statements setting forth the respective responsibilities of each Division of the Office of Personnel for each type of personnel function and activity, contrasted with the parallel responsibility of the Chief, Logistics Office, Logistics Office Personnel Officer, and Operating Division and Staff Chiefs of the Logistics Office for each personnel function. Flow charts to show the origination, processing, distribution, and disposition of all personnel documents used in carrying out all personnel functions were also developed. Finally, based on proposed functional responsibilities, a staff authorization for the Logistics Office Personnel Branch was recommended. With the implementation of the proposals resulting from this study, which is now under way, it is anticipated that there will be a significant improvement in the operation of the personnel function of the Logistics. It is expected also that the proposals will furnish a pattern for improvement of personnel activities in other operating components of the Agency.

5. Optional Techniques and Shortcuts in Documenting Agency Positions:

A procedure for using a variety of more efficient techniques to develop and maintain current position descriptions for all Agency positions

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was developed. The procedure includes the following items: Identical Additional Description, Position Description Amendment, Statement of Differences, Standard Position Description, Reinstated Description and Documented Job Information. The procedure incorporates methods used by other Agencies which are adaptable to CIA, including an adaptation of a Position Description Amendment used by the Department of the Interior for which the Classification Chief of the Bureau of Reclamation received a meritorious award. It is expected that the techniques developed will greatly accelerate the development of full coverage of positions throughout the Agency and will facilitate the maintenance of descriptions on a current basis.

6. Development of Position Card Register and Revised Position Numbering System:

Procedures were developed to regulate the assignment and use of position numbers and to establish a record card control over the assignment of numbers. The basic purpose of the procedure regulating the assignment and use of position numbers is to eliminate changes in numbers of the extent possible consistent with good classification practice, in order to facilitate the tracing of changes in positions, to avoid unrealistic reassignments, to facilitate the maintenance of position description and job information files, and to minimize the necessity for preparation of SF-50's. The Position Card Register will provide a chronology of the organizational and classification status of T/O positions.

7. Inclusion of Wage Administration Positions in the Occupational Handbook of Classification Titles and Codes:

A supplement to the Occupational Handbook of Classification Titles and Codes were developed to cover all "ungraded positions" included on the Agency Table of Organization. Approximately 50 categories of positions are involved. Codes, titles, definitions and abbreviations were devised, and the complete supplement is now undergoing coordination within the Division. Upon approval, it is expected that the supplement will facilitate the uniform and equitable classification of ungraded positions throughout the Agency.

8. Study of Personnel Turnover and Grades in the Fiscal and Finance Divisions:

A detailed study of personnel turnover and classification of positions in the Fiscal and Finance Divisions was made in order to develop a report to the Inspector General to answer comments pertaining to these problems. The study required a review of personnel files to abstract significant data, the computation of rates of reassignment and departure, a comparison with classification practice relating to similar positions in other agencies, and an explanation of personnel policy and responsibility under Agency Regulations.

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9. Study of Incentive Pay for Foreign Language Proficiency and Area Knowledge:

In response to a request from the Director of Training, the Division prepared a Staff Study to the Deputy Director of Central Intelligence in which the pros and cons of a plan to award incentive pay for acquisition of language and area knowledge skills were summarized. In this connection the British Intelligence Service incentive pay plan for language proficiency was analyzed as well as the policy of Department of State and U. S. Foreign Operations Administration in this connection. The study's conclusions pointed out the fact that information and agreement on the nature and extent of the Agency's needs for specific foreign language skills as well as area knowledges did not exist at this time. Therefore, until categories of positions in which said skills were prerequisite could be identified and existing employee language and area skills could be quantitatively and qualitatively inventoried, evaluated, and matched against Agency requirements, no basis existed for the granting of incentive pay for language or area study.

10. Study of Agency Average Grade Trend:

Nearing completion as the report period ended was a study of the trend of the Agency average grade over a period of six years, including an analysis of the reasons for the upward trend, conclusions regarding the significance of the trend, and recommendations to the Director with respect to action required to achieve a sound classification structure for the Agency.

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